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 ACTION SS-00

RELEASED IN FULL

INFO	LOG-00	ACDA-17	AF-01	AID-01	CIAE-00	SMEC-00	OASY-00
	DOEE-00	ANHR-01	EB-01	EUR-01	OIGO-01	H-01	IMMC-01
	INM-02	TEDE-00	INR-00	IO-16	L-01	ADS-00	NSAE-00
	NSCE-00	OIC-02	OMB-01	PA-02	PM-00	PRS-01	P-01
	SNP-00	SP-00	SR-00	SSO-00	STR-01	TRSE-00	T-00
	USIE-00	DTC-01	PMB-00	PRM-10	PRME-01	DRL-09	G-00
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P 161640Z AUG 94  
 FM USMISSION GENEVA  
 TO SECSTATE WASHDC PRIORITY 2624  
 INFO RWANDA COLLECTIVE PRIORITY 0030  
 USEU BRUSSELS  
 SECDEF WASHDC//USDP:SO-LIC/USDP:HRA//  
 JOINT STAFF WASHDC//J-3/J-4/J-5//  
 USCINCEUR VAIHINGEN GE//ETCC//  
 JTF SUPPORT HOPE KELLY BARRACKS GE//COS/JOC/J3//  
 HQJTF SUPPORT HOPE ENTEBBE UGANDA//CMD GP//  
 HQ JTF PP NAPLES IT//POLAD//  
 CINCUSAREUR HEIDELBERG GE//AEAGE-0//  
 CINCUSAFAE RAMSTEIN AB GE//CC/DO/DOX/RS//  
 CINCUSNAVEUR LONDON UK//N3/N31/N5/N7//  
 COMSOCEUR VAIHINGEN GE  
 USCINCCENT MACDILL AFB FL//CCJ3//  
 CINCUSACOM NORFOLK VA  
 USCINCTRANS SCOTT AFB IL  
 DLA CAMERON STA VA

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STATE FOR G, PRM, IO, AF, DRL/AAA, PM/ISP  
 PASS AID FOR A/AID, BHR, BHR/OFDA, BHR/FFP, AFR, PPC  
 ALSO PASS NSC  
 NAIROBI FOR DART/RWANDA AND REFCOORD  
 ROME FOR FODAG  
 E.O. 12356: N/A  
 TAGS: PREF, PREL, PHUM, MOPS, MASS, EAID, AORC, RW CG UN  
 SUBJ: MGRW02: UPDATE ON JOINT AIR CELL PROCEDURES FOR

UNITED STATES DEPARTMENT OF STATE  
 REVIEW AUTHORITY: ARCHIE M BOLSTER  
 DATE/CASE ID: 04 NOV 2011 201005065

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1. THE UNHCR BURUNDI-RWANDA AIRLIFT COORDINATOR HAS PRODUCED AN UPDATE ON THE PROCEDURES USED BY THE JOINT AIR CELL TO SCHEDULE AIR SHIPMENTS INTO AIRPORTS IN THE REGION. THE AUGUST 10 UPDATE (FULL TEXT, PARA 2) INCLUDES SECTIONS ON THE BACKGROUND OF THE OPERATION, THE ENTEBBE AIRHEAD, HOW PRIORITIES ARE SET (THEY INITIALLY EMANATE FROM DAILY INTER-AGENCY MEETINGS IN THE FIELD), AND PASSENGER MOVEMENTS. GIVEN THE QUERIES THAT VARIOUS OBSERVERS HAVE MADE ABOUT HOW THE JOINT AIR CELL OPERATES, WE CONSIDER IT USEFUL TO PASS ON THE COMPLETE TEXT TO ALL ADDRESSEES.

2. BEGIN TEXT OF UPDATE DATED 8/10/94.

BACKGROUND

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- THE OFFICE OF THE UNITED NATIONS HIGH COMMISSIONER FOR REFUGEES (UNHCR) HAS COORDINATED THE HUMANITARIAN

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FLIGHTS INTO GOMA, ZAIRE SINCE 24 JULY 1994, SCHEDULING SUCH HUMANITARIAN FLIGHTS SO THAT PRIORITY IS GIVEN TO THOSE FLIGHTS CARRYING THE MOST URGENTLY NEEDED RELIEF AND GROUND SUPPORT EQUIPMENT NEEDED TO PROVIDE RELIEF TO THE REFUGEES IN EASTERN ZAIRE. TABLES INDICATING THE FLOW OF AIR TRAFFIC INTO GOMA DURING THE LAST 3 WEEKS ARE ATTACHED.

- FLIGHTS HAVE ALSO BEEN SCHEDULED INTO BUKAVU IN THE SOUTH KIVU REGION OF ZAIRE; BUJUMBURA IN BURUNDI, AND INCREASINGLY TO KIGALI IN RWANDA. UNLIKE COMA AIRPORT, WHERE MAJOR REPAIRS AND EXTENSION OF THE RAMP AREAS NEEDED TO INCREASE THE RECEPTION CAPACITY OF THE AIRPORT ARE STILL NEEDED BUT EMERGENCY HUMANITARIAN CARGOES CONTINUE TO BE A HIGHER PRIORITY, THERE IS THUS FAR ADEQUATE CAPACITY FOR FLIGHTS INTO BUKAVU, BUJUMBURA AND KIGALI.

- THE AIRLIFT RECEPTION AND DISTRIBUTION CAPACITY AT BUKAVU IS BEING STRENGTHENED TO ALLOW MORE EFFECTIVE USE TO BE MADE OF THE AIRPORT FOR BENEFICIARIES IN SOUTH

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KIVU, AND PARTICULARLY IN THE NEARBY UVIRA REGION.

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- WITH THE POTENTIAL LARGE SCALE RETURN OF REFUGEES FROM ZAIRE AND OTHER NEIGHBORING COUNTRIES INTO RWANDA, MANY INTERNATIONAL HUMANITARIAN AGENCIES AND NON-GOVERNMENTAL ORGANIZATIONS (NGOS) ARE NOW PLANNING OR SEEKING FLIGHTS INTO KIGALI AIRPORT. THE NEW GOVERNMENT OF RWANDA HAS BEEN SYMPATHETIC TO THE NEED

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FOR INTERNATIONAL USE OF THE AIRPORT FOR HUMANITARIAN RELIEF FLIGHTS, AND THE AIRPORT IS UNDER THE CONTROL OF PERSONNEL OF THE UNITED NATIONS ASSISTANCE MISSION IN RWANDA (UNAMIR). UNHCR HAS OFFERED TO PROVIDE UNAMIR WITH THE INTERNATIONAL INTERFACE WITH AIRCRAFT OPERATORS FLYING ON BEHALF OF THE AGENCIES AND ORGANIZATIONS WISHING TO SCHEDULED HUMANITARIAN FLIGHTS INTO KIGALI, USING THE DONATED EXPERTISE AND COMMUNICATIONS AVAILABLE IN ITS AIR OPERATIONS CELL IN GENEVA (AOCG) - WHICH HAS SUCCESSFULLY COORDINATED THE SARAJEVO AIRLIFT FOR 2 YEARS AND THE HUMANITARIAN FLIGHT SCHEDULING INTO ZAIRE, BURUNDI AND RWANDA DURING THE PAST 3 WEEKS. AS THE NUMBER OF FLIGHTS INTO KIGALI CONTINUES TO INCREASE, IT HAS BEEN PROPOSED THAT DAILY SCHEDULES OF AIR TRAFFIC BE PREPARED THROUGH CLOSE CONSULTATION BETWEEN THE UNAMIR

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NSCE-00	OIC-02	OMB-01	PA-02	PM-00	PRS-01	P-01
SNP-00	SP-00	SR-00	SSO-00	STR-01	TRSE-00	T-00
USIE-00	DTC-01	PMB-00	PRM-10	PRME-01	DRL-09	G-00
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P 161640Z AUG 94

FM USMISSION GENEVA

TO SECSTATE WASHDC PRIORITY 2625

INFO RWANDA COLLECTIVE PRIORITY 0031

USEU BRUSSELS

SECDEF WASHDC//USDP:SO-LIC/USDP:HRA//

JOINT STAFF WASHDC//J-3/J-4/J-5//

USCINCEUR VAIHINGEN GE//ETCC//

JTF SUPPORT HOPE KELLY BARRACKS GE//COS/JOC/J3//

HQJTF SUPPORT HOPE ENTEBBE UGANDA//CMD GP//

HQ JTF PP NAPLES IT//POLAD//

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STATE FOR G, PRM, IO, AF, DRL/AAA, PM/ISP

PASS AID FOR A/AID, BHR, BHR/OFDA, BHR/FFP, AFR, PPC

ALSO PASS NSC

NAIROBI FOR DART/RWANDA AND REFCOORD

ROME FOR FODAG

E.O. 12356: N/A

TAGS: PREF, PREL, PHUM, MOPS, MASS, EAID, AORC, RW CG UN

SUBJ: MGRW02: UPDATE ON JOINT AIR CELL PROCEDURES FOR

AIR OPERATIONS STAFF AND AOCC.

THE ENTEBBE AIRHEAD

-----  
- UNHCR HAS ESTABLISHED AN AIRHEAD AT ENTEBBE, WHERE ADDITIONAL AIRLIFT COORDINATION CAN BE UNDERTAKEN IN THE MISSION AREA. THE UNHCR ENTEBBE OFFICE IS WORKING IN CLOSE COOPERATION WITH, AND SUPPORTED BY, UNITED STATES

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MILITARY PERSONNEL DEPLOYED TO ENTEBBE ON OPERATION SUPPORT HOPE. WHERE BULK AIR CARGOES REQUIRING LENGTHY UNLOADING ARE SEEKING TO DELIVER RELIEF AID TO THE EMERGENCIES IN ZAIRE, RWANDA, BURUNDI AND THE NEIGHBORING COUNTRIES, SUCH AIRCRAFT WILL BE SCHEDULED INTO ENTEBBE AIRPORT, WHERE THEIR CARGOES WILL BE PALLETIZED FOR ONWARD FLIGHTS IN C130 OR EQUIVALENT AIRCRAFT TEMPORARILY DONATED FOR UNHCR AIRLIFT USE. THIS PROCESS HAS BEEN UNDERWAY FOR THE PAST WEEK. THE UNITED STATES OPERATION SUPPORT HOPE COMMITMENT TO THE UNHCR AIRHEAD IN ENTEBBE INCLUDES THE PROVISION OF C130 FLIGHTS FOR THE UNHCR AIRLIFT.

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## **INTERNATIONAL HUMANITARIAN RELIEF FLIGHTS WITH**

RMA: UNCI  
PALLETIZED OR CRITICALLY URGENT BULK RELIEF ITEMS WILL CONTINUE TO BE SCHEDULED TO COMA OR OTHER BENEFICIARY AIRPORTS. FLIGHTS WHICH ARE UNABLE TO OBTAIN A SCHEDULED SLOT INTO GOMA OR KIGALI, OR ANY FLIGHTS WHICH ARE DIVERTED FROM THESE AIRPORTS, WILL BE SCHEDULED INTO ENTEBEE FOR RESCHEDULING OR UNLOADING AS REQUIRED., THE AIRPORTS OF COMA FOR BENEFICIARIES IN THE NORTH KIVU REGION OF ZAIRE AND BAKAVU FOR BENEFICIARIES IN THE BUKAVU AREA; KIGALI FOR BENEFICIARIES IN RWANDA; AND BUJUMBURA FOR BENEFICIARIES IN BURUNDI AND FOR BENEFICIARIES IN UVIRA, SOUTH KIVU IN ZAIRE, HAVE BEEN DESIGNED BENEFICIARY AIRPORTS IN THE UNHCR AIRLIFT.

- FROM 6 AUGUST 1994, BOTH THE DAILY SCHEDULE OF HUMANITARIAN FLIGHTS INTO ENTEBBE, AND THE C130 EQUIVALENT ONWARD HUMANITARIAN FLIGHTS FROM ENTEBBE TO THE BENEFICIARY REPORTS, WILL BE COORDINATED BETWEEN UNHCR AOCG, UNHCR ENTEBBE, OPERATION SUPPORT HOPE PERSONNEL AT ENTEBBE, AND OTHER AIRCRAFT OPERATIONS RESPONDING TO THE ABOVE HUMANITARIAN CRISES.

## AIRLIFT CONTRIBUTORS

- UNITED KINGDOM, GERMAN, CANADIAN, NEW ZEALAND AND UNITED STATES AIRCRAFT ARE ALREADY PARTICIPATING IN THE UNHCR HUMANITARIAN FLIGHTS FROM ENTEBBE. A NETHERLANDS C130 IS EXPECTED TO JOIN IN THE NEXT WEEK. AND INTEREST

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IN PROVIDING ADDITIONAL AIRCRAFT HAS BEEN SHOWN BY  
BRAZIL AND PORTUGAL. THE UNITED STATES OPERATION  
SUPPORT HOPE COMMITMENT TO PROVIDE UP TO 11 C130  
FLIGHTS/DAY TO THE BENEFICIARY AIRPORTS, TO SUPPLEMENT  
THE FLIGHTS BY AIRLIFT DONATED AIRCRAFT.

PRIORITIES

- THE AIRLIFT CONTINUES TO SEEK TO SCHEDULE ALL  
HUMANITARIAN FLIGHTS DIRECTLY TO THE BENEFICIARY  
AIRPORTS, AND TO ENSURE THAT DONORS ARE AWARE OF THE  
MOST URGENT NEEDS OF THE BENEFICIARY GROUPS. WHERE THE  
RECEPTION CAPACITY OF COMA OR OTHER BENEFICIARY AIRPORTS  
IS SUCH THAT THE DAILY NUMBER OF ARRIVALS IS INADEQUATE  
FOR THE NUMBER OF FLIGHTS SEEKING TO DELIVER RELIEF AID,

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	USIE-00	DTC-01	PMB-00	PRM-10	PRME-01	DRL-09	G-00

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P 161640Z AUG 94  
FM USMISSION GENEVA  
TO SECSTATE WASHDC PRIORITY 2626

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INFO RWANDA COLLECTIVE PRIORITY 003 UNCLASSIFIED

USEU BRUSSELS

SECDEF WASHDC//USDP:SO-LIC/USDP:HRA//

JOINT STAFF WASHDC//J-3/J-4/J-5//

USCINCEUR VAIHINGEN GE//ETCC//

JTF SUPPORT HOPE KELLY BARRACKS GE//COS/JOC/J3//

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STATE FOR G, PRM, IO, AF, DRL/AAA, PM/ISP

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NAIROBI FOR DART/RWANDA AND REFCOORD

ROME FOR FODAG

E.O. 12356: N/A

TAGS: PREF, PREL, PHUM, MOPS, MASS, EAID, AORC, RW CG UN

SUBJ: MGRW02: UPDATE ON JOINT AIR CELL PROCEDURES FOR

THE AOCG WILL CONTINUE TO GIVE THE EARLIEST POSSIBLE

ARRIVAL TO THOSE WITH THE HIGHEST PRIORITY CARGOES. IN

THE CASE OF KIGALI AIRPORT IT HAS BEEN PROPOSED THAT THE

UNC

OFFICE OF THE SPECIAL REPRESENTATIVE OF THE SECRETARY  
GENERAL FOR RWANDA SHOULD PRIORITIZE WHERE NECESSARY  
BETWEEN HUMANITARIAN, PEACEKEEPING AND CIVILIAN FLIGHTS.

- THE PRIORITY NEEDS OF THE BENEFICIARIES ARE  
ESTABLISHED BY DAILY INTER-AGENCY MEETINGS IN FIELD  
LOCATIONS. THE AOCG USES 4 GENERAL CATEGORIES OF NEEDS,  
WITHIN WHICH RELIEF ITEM PRIORITIES CAN ALSO BE  
CHANGED. THESE 4 CATEGORIES ARE FOOD AID, NON FOOD  
ITEMS, MEDICINES AND OTHER MEDICAL RESOURCES, AND GROUND  
SUPPORT EQUIPMENT AND LOGISTIC RESOURCES, HOWEVER SOME

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FLEXIBILITY IS NECESSARY WITHIN THESE CATEGORIES.

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- AT THE TIME OF REPORTING, THE FOLLOWING PRIORITIES  
ARE BEING APPLIED WHEREVER NECESSARY:

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GOMA

-----  
A) WATER DISTRIBUTION EQUIPMENT AND ITEMS FOR THE  
TREATMENT OF DYSENTERY AND CHOLERA, EXCAVATORS, GRADER  
AND BULLDOZER AND TRUCKS FOR BURIALS AND SANITATION;

B) FOOD AID - HIGH PROTEIN BISCUITS, THEN OTHER  
COMMODITIES;

C) MEDICINES AND OTHER MEDICAL RESOURCES, OTHER THAN  
AT ( A) ;

D) NON FOOD ITEMS - BARBED WIRE FOR AIRPORT SECURITY,  
PLASTIC SHEETING, RUBB HALLS;

E) GROUND SUPPORT AND LOGISTIC RESOURCES.

BUKAVU

-----  
A) FOOD AID - HIGH PROTEIN BISCUITS, THEN OTHER  
COMMODITIES;

B) NON FOOD ITEMS - BLANKETS, JERRY CANS, PLASTIC  
SHEETING, WATER DISTRIBUTION/PURIFICATION EQUIPMENT,  
THEN OTHER COMMODITIES;

C) GROUND SUPPORT AND LOGISTIC RESOURCES;

D) MEDICINES AND OTHER MEDICAL RESOURCES.

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KIGALI

-----  
A) GROUND SUPPORT AND LOGISTIC RESOURCES - 4X4

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VEHICLES, RUBB HALLS, WATER TANKERS/STORAGE BLADDERS,  
AMBULANCES WITH MEDICAL STAFF, FRIDGES, GENERATORS, THEN UNCLASSIFIED  
OTHER COMMODITIES;

B) NON FOOD ITEMS - BLANKETS, JERRY CANS, KITCHEN  
SETS, PLASTIC SHEETING, THEN OTHER COMMODITIES;

C) FOOD AID - HIGH PROTEIN BISCUITS, HUMANITARIAN  
DAILY RATIONS, THEN OTHER COMMODITIES;

D) MEDICINES AND OTHER MEDICAL RESOURCES.

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FM USMISSION GENEVA

TO SECSTATE WASHDC PRIORITY 2627

INFO RWANDA COLLECTIVE PRIORITY 0033

USEU BRUSSELS

SECDEF WASHDC//USDP:SO-LIC/USDP:HRA//

JOINT STAFF WASHDC//J-3/J-4/J-5//

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ROME FOR FODAG  
E.O. 12356: N/A  
TAGS: PREF, PREL, PHUM, MOPS, MASS, EAID, AORC, RW CG UN  
SUBJ: MGRW02: UPDATE ON JOINT AIR CELL PROCEDURES FOR

BUJUMBURA

- 
- A) NON FOOD ITEMS - BLANKETS, JERRY CANS, KITCHEN SETS, PLASTIC SHEETING, THEN OTHER COMMODITIES;
  - B) GROUND SUPPORT AND LOGISTIC RESOURCES;
  - C) MEDICINES AND OTHER MEDICAL RESOURCES;
  - D) FOOD AID - HIGH PROTEIN BISCUITS, THEN OTHER COMMODITIES.

- IT IS ESSENTIAL THAT FULL DETAILS OF AIRLIFT CARGOES ARE NOTIFIED TO THE AOCG AND THE UNHCR ENTEBBE AIRHEAD SO THAT PRIORITIZATION CAN BE EFFECTIVE.

PASSENGER MOVEMENT

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- THE LIMITED LOGISTIC INFRASTRUCTURE OF THE MISSION

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AREA, AND OF THE INTERNATIONAL FIELD PERSONNEL  
RESPONDING TO THE CRISES, MAKES IT UNACCEPTABLE FOR  
CIVILIAN RELIEF AGENCIES TO HAVE TO PROVIDE  
ADMINISTRATIVE SUPPORT TO VISITORS OR ANYONE NOT  
DIRECTLY CONTRIBUTING TO THE RELIEF OPERATION.

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- LIMITATIONS AT THE BENEFICIARY AIRPORTS ALSO MAKE  
IT NECESSARY FOR HUMANITARIAN FLIGHTS TO MOVE PERSONNEL  
OF RELIEF AGENCIES INTO AND OUT OF THE MISSION AREA,  
REDUCING LIGHT AIRCRAFT FLIGHTS AND COSTS TO AGENCIES

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AND ORGANIZATIONS. THE GOVERNMENTS OF GERMANY, THE  
UNITED STATES AND NEW ZEALAND HAVE EXCEPTIONALLY AGREED  
TO CARRY AUTHORIZED HUMANITARIAN PASSENGERS ON THEIR  
RELIEF AIRCRAFT, AND IT IS HOPED THAT OTHER UNHCR  
AIRLIFT CONTRIBUTORS WILL JOIN IN PROVIDING THIS SERVICE.

- THE CONTRIBUTING GOVERNMENTS TO THE UNHCR AIRLIFT,  
CHARTERED OPERATORS CARRYING OUT FLIGHTS OF HUMANITARIAN  
RELIEF TO OR WITHIN THE MISSION AREA, AND THE PILOTS OF  
ANY AIRCRAFT WHICH OFFERS TO CARRY HUMANITARIAN  
PASSENGERS, RESERVE THE DECISION ON CARRIAGE OF ANY  
PASSENGER.

- PRIORITY WILL BE GIVEN TO THE PERSONNEL OF UNITED  
NATIONS AGENCIES AND RECOGNIZED NGOS.

- EXCEPTIONALLY, MEMBERS OF THE PRESS WHO ARE  
AUTHORIZED BY THE PRESS INFORMATION SECTION AT UNHCR  
HEADQUARTERS, MAY ALSO BE CARRIED AS PASSENGERS ON  
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AIRLIFT FLIGHTS UNDER THE SERVICE DESCRIBED ABOVE.

- THE UNHCR HUMANITARIAN AIRLIFT HAS OFFERED TO  
PROVIDE A PASSENGER COORDINATION SERVICE FOR THE  
HUMANITARIAN AIRLIFT FLIGHTS, IN COOPERATION WITH THE  
ABOVE AIRCRAFT OPERATORS. IT IS PROPOSED THAT THIS  
COORDINATION WILL BE PROVIDED THROUGH THE FOLLOWING  
PERSONNEL:

- UNHCR ENTEBBE  
-----  
- MR. MARK PRUTSAILS

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- TEL: PLUS 871.175.4522  
- FAX: TBC

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	/073W						

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P 161640Z AUG 94  
FM USMISSION GENEVA  
TO SECSTATE WASHDC PRIORITY 2628  
INFO RWANDA COLLECTIVE PRIORITY 0034  
USEU BRUSSELS  
SECDEF WASHDC//USDP:S0-LIC/USDP:HRA//  
JOINT STAFF WASHDC//J-3/J-4/J-5//  
USCINCEUR VAIHINGEN GE//ETCC//  
JTF SUPPORT HOPE KELLY BARRACKS GE//COS/JOC/J3//  
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ALSO PASS NSC  
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ROME FOR FODAG  
E.O. 12356: N/A  
TAGS: PREF, PREL, PHUM, MOPS, MASS, EAID, AORC, RW CG UN  
SUBJ: MGRW02: UPDATE ON JOINT AIR CELL PROCEDURES FOR  
- UNHCR FRANKFURT  
-----  
- MS. ANGELA JOHNSTON  
- TEL: PLUS 49.69.6998191  
- FAX: PLUS 49.69.6998194

- UNHCR GENEVA, NGO SECTION  
-----  
- MR. LINO BORDIN  
- TEL: PLUS 41.22.7398234  
- FAX: PLUS 41.22.7398789

RMA: UNCL  
- PI SECTION, MS. LALA CAMERE  
- TEL: PLUS 41.22.7398804  
- FAX: PLUS 41.22.7398805  
  
- THE UNITED STATES GOVERNMENT HAS STATED THAT ONLY  
UNDER EXTENUATING CIRCUMSTANCES WILL TRAVEL ABROAD  
USG-FUNDED AIRCRAFT ORIGINATING IN THE UNITED STATES BE  
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AUTHORIZED. A SUCH REQUEST SHOULD BE MADE DIRECTLY TO:

- BHR/OFDA/OS  
-----  
- MR. PETER SMITH  
- TEL: PLUS 1.202.6479786  
- FAX: PLUS 1.202.6475269

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- THANK YOU FOR YOUR CONTINUED SUPPORT. END TEXT.

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3. MINIMIZE CONSIDERED. SPIEGEL

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RELEASED IN FULL

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INFO LOG-00 OASY-00 TEDE-00 ADS-00 ONY-00 SSO-00 /001W  
-----68456B 161302Z /38

R 161243Z AUG 94  
FM AMEMBASSY KAMPALA  
TO SECSTATE WASHDC 1429

C O N F I D E N T I A L SECTION 01 OF 03 KAMPALA 006541

FOR AF AND AF/C ONLY FROM RAWSON

E.O. 12356: DECL: OADR  
TAGS: PREL, RW  
SUBJECT: TWO WEEKS ALONG IN KIGALI

1. CONFIDENTIAL - ENTIRE TEXT.

2. AMBASSADOR RAWSON IN KIGALI HAS ASKED AMEMBASSY  
KAMPALA TO SEND OUT THE FOLLOWING REPORT.

3. SUMMARY. TWO WEEKS HAVE BROUGHT VITAL SIGNS OF  
LIFE BACK TO KIGALI BUT MUCH OF THE COUNTRY SIDE  
REMAINS IN COMA. RWANDA IS NOW HOOKED UP TO AN  
INTERNATIONAL LIFE-SUPPORT SYSTEM WHOSE COSTS CANNOT  
BE INDEFINITELY MAINTAINED. ITS NASCENT GOVERNMENT  
MUST GAIN LEGITIMACY AND VITALITY FROM RETURNING  
POPULATIONS OR IT WILL ATROPHY. BASELINES FOR  
DIAGNOSIS OF RWANDA'S CONDITION AND PROGNOSIS OF ITS  
FUTURE INCLUDE ITS SECURITY SITUATION, DEGREE OF  
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POLITICAL OPENNESS, ECONOMIC PROSPECTS, UNAMIR'S  
ABILITY TO FULFILL ITS MANDATE, IMPLEMENTATION OF AN  
UP-COUNTRY STRATEGY, AND LEVEL OF NATION STATE  
SUPPORT FOR INTERNATIONAL COVENANTS.

4. SECURITY. THE PART OF RWANDA CONTROLLED BY THE  
RWANDAN GOVERNMENT IS MORE SECURE THAN IT HAS BEEN  
SINCE THE RWANDAN PATRIOTIC ARMY INVADED RWANDA FROM  
UGANDA IN OCTOBER 1990. THE RPF HAS ROUTED THE  
REGULAR ARMY AND CHASED MILITIA BEYOND THE BORDERS.

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A FEW CHECK POINTS DOT ROADS RADIATING OUT FROM KIGALI TOWARDS THE BORDER, BUT TRAFFIC FLOWS SMOOTHLY. HUMANITARIAN ORGANIZATIONS OPERATE FREELY (AS COULD OUR MILITARY, SHOULD THEIR HUMANITARIAN MISSION REQUIRE) THROUGHOUT THE LAND. EXPATRIATE HUMANITARIAN STAFF CAN MOVE IN COMPLETE SAFETY CROSS COUNTRY OR ALONG KIGALI'S STREETS, DAY OR NIGHT. MANY OF OUR ROOMS AT THE HOTEL DIPLOMAT HAVE NO LOCKS, YET NOT AN ITEM HAS BEEN TOUCHED.

5. AT THE SAME TIME, RPF OFFICERS AND THEIR RELATIVES RETURNING FROM EXILE HAVE LOOTED AND EXPROPRIATED HOUSES, STORES AND WAREHOUSES, CONSIDERING THE BOOTY AND LUXURIOUS BILLETING JUST REWARD FOR THIRTY YEARS OF EXILE. RETURNING HUTU'S ARE SUBJECT TO SCRUTINY AT CHECK POINTS AND IMMEDIATE ARREST IF SUSPECTED OF PARTICIPATION IN THE MASSACRES. HUTUS DISAPPEAR AND TUTSIS, OFTEN FROM UGANDA OR BURUNDI, QUICKLY TAKE THEIR JOBS. A DECEPTIVE QUIET HANGS OVER THIS TOWN THAT STILL HARBORS DEEP SUSPICIONS AND FEARS.

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6. POLITICAL OPENNESS. PRIME MINISTER TWAGIRAMUNGU IS STILL FIGHTING RPF LEADERSHIP IN AN EFFORT TO PRESERVE THE ARUSHA FORMULA OF PARTY BALANCE AND POWER SHARING IN GOVERNMENT. HE HAS BEEN MODERATELY SUCCESSFUL. THE GOVERNMENT IS REPRESENTATIVE OF REGIONS AND HOLD A CURIOUS MIX OF OPPOSITION HUTU, RPF HUTU, INLAND TUTSI AND EXILE TUTSI. THE POSITION OF MINISTER OF PLAN REMAINS OPEN IN THE HOPE THAT SOME MRND HUTU WILL HAVE THE COURAGE TO SIGN ON. RPF DOMINATES WITH ITS NINE POSITIONS INCLUDING THAT OF PRESIDENT. MORE IMPORTANTLY, THE GOVERNMENT DEPENDS ON THE RPF APPARATUS FOR SECURITY, FOR EXTERNAL CONTACTS, FOR FINANCING AND FOR ALL MATERIAL RESOURCES.

7. IT WILL BE FASCINATING TO SEE HOW THIS CURIOUS GOVERNMENTAL MIX EVOLVES. THE KEY TO SECURING MORE OPENNESS AND BROAD-BASED REPRESENTATION IN THE GOVERNMENT AND ADMINISTRATION IS TO GIVE THAT GOVERNMENT AND ADMINISTRATION, ESPECIALLY ITS NON-RPF MEMBERS, THE ELEMENTARY CAPACITY TO FUNCTION, TO REACH OUT TO THEIR PEOPLE AND BE SEEN AS EFFECTIVE IN PROVIDING BASIC SERVICES. MINISTERS AND THEIR

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ADMINISTRATIONS NEED AUTONOMY FROM RPF CONTROL.  
TWAGIRAMUNGU CANNOT ADEQUATELY CONTEST RPF DOMINANCE  
WHEN HE HAS TO GO TO KAGAME FOR AN ESCORT UP-COUNTRY  
OR LINE UP TO CALL ON RPF'S IMARSAT PHONE.

8. ECONOMIC PROSPECTS. KIGALI HAS BEEN  
"VANDALIZED." LIKE ANCIENT CONQUERORS, THE  
FORMERLY-DISCIPLINED RPA, ONCE THEY HAD TAKEN KIGALI,  
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TURNED INTO A MARAUDING HORDE, EMPTYING HOUSES AND  
STOREHOUSES, SCATTERING RECORDS AND MEMENTOS.  
RELATIVES AND FRIENDS FROM UGANDA AND BURUNDI MOVED  
INTO ANY AVAILABLE LUXURY HOME. THE GOVERNMENT  
PROTESTS THAT THIS IS A TEMPORARY PHENOMENON;  
PROPERTIES ARE TO BE RETURNED TO THEIR PROPER OWNERS  
ONCE PROP  
RIETORSHIP IS ESTABLISHED. LOOTING HAS  
DIMINISHED SIGNIFICANTLY IN THE LAST TWO WEEKS BUT  
PROPERTIES, INCLUDING OUR OWN, ARE STILL BEING  
VIOLATED. GENERAL KAGAME ADMITS HE HAS A PROBLEM AND  
THE GOVERNMENT HAS SET UP A COMMISSION TO DEAL WITH  
THE ISSUE. BUT THE LESSON THAT ANYONE AFFILIATED TO  
RPF MILITARY POWER CAN TAKE WHATEVER PLEASES HIM WILL  
BE UNLEARNED WITH DIFFICULTY.

9. THE RESULT IS THAT BASIC INFRASTRUCTURE HAS  
SURVIVED THIS LOW-TECH CIVIL WAR, BUT ECONOMIC

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INFO LOG-00 OASY-00 TEDE-00 ADS-00 ONY-00 SSO-00 /001W  
-----684573 161302Z /38

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FM AMEMBASSY KAMPALA  
TO SECSTATE WASHDC 1430

C O N F I D E N T I A L SECTION 02 OF 03 KAMPALA 006541

FOR AF AND AF/C ONLY FROM RAWSON

E.O. 12356: DECL: OADR  
TAGS: PREL, RW  
SUBJECT: TWO WEEKS ALONG IN KIGALI

CAPITAL IN RURAL AND URBAN RWANDA HAS BEEN DESTROYED. OUT ON THE HILLSIDES, FARMERS HAVE FLED BEFORE THE RPF OUT OF FEAR AND INTIMIDATION, LEAVING THEIR HARVEST (AND NEXT SEASON'S SEED) STANDING IN THE FIELD. THE GOVERNMENT HAS YET TO INDUCE A MASSIVE RETURN TO THE LAND; WHILE SOME ZONES ARE SEEING A MODEST REPRISE OF AGRICULTURAL ACTIVITY, MOST RURAL LANDS UNDER GOVERNMENT AUTHORITY ARE EMPTY. MEANWHILE THE CAPITAL ASSETS OF KIGALI AND OTHER TOWNS HAVE BEEN RIPPED UP, SOLD OFF AND SHIPPED TO UGANDA AND BURUNDI. FURTHERMORE, THOUGH FORMER GOVERNMENT FORCES LEFT MANY OF KIGALI'S ASSETS INTACT, THEY DID TAKE THE BANKS WITH THEM. STATE TREASURIES ARE VIRTUALLY EMPTY. RELAUNCHING RWANDA'S

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ECONOMY WILL REQUIRE AN INFUSION OF FUNDS TO RESTORE A MONETARY ECONOMY, RENEWED RESPECT FOR PERSONAL PROPERTY, REVIVED CONFIDENCE OF RURAL POPULATIONS IN THEIR GOVERNMENT AND CAREFUL STEWARDSHIP OF THE VERY LIMITED RESOURCES AT THE GOVERNMENT'S DISPOSAL.

10. FULFILLING UNAMIR'S MANDATE. ON APRIL 6, UNAMIR HAD THE WRONG MANDATE; IT HAD COME AS A PEACEKEEPING FORCE WITH THE ASSUMPTION THAT BOTH SIDES WANTED ITS PRESENCE AND ATTENDANT PEACE. EVER HOPING FOR A POLITICAL SETTLEMENT, UN HEADQUARTERS PROHIBITED THE FORCE COMMANDER FROM USING FORCE. NOW DALLAIRE HAS A MANDATE UNDER SR 918 AND 925 TO EXERCISE FORCE IN PROTECTING THE INNOCENT, GUARDING HUMANITARIAN

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OPERATIONS AND BUTRESSING THE CEASEFIRE/PEACE PROCESS. BUT UNAMIR MUST FULFILL THAT MANDATE AND NOWHERE MORE IMPORTANTLY THAN IN THE IMMINENT TAKE-OVER OF THE FRENCH HUMANITARIAN ZONE. THE PEOPLE THERE ARE FRIGHTENED, TIRED BUT WILL MOVE AGAIN IF UNAMIR CANNOT NOT REASSURE THEM AND KEEP THE GOVERNMENT FROM TOO QUICKLY ASSERTING ITS CONTROL. UNAMIR MUST ALSO GIVE CREDENCE TO ITS PROTECTION MANDATE IN THE NORTHWEST CORRIDOR WHERE REFUGEES ARE RETURNING HOME AND IN THE EAST WHERE REFUGEES ARE STILL CROSSING OVER INTO TANZANIA.

11. TO CARRY OUT ITS MANDATE IN RWANDA'S FAR CORNERS, UNAMIR MUST LAND ADEQUATE EQUIPMENT AND ADEQUATE TROOPS WITHIN A WEEK. THE GHANAIANS ARE MOSTLY HERE BUT STILL NEED BIVOUAC MATERIALS, NIGHT VISION EQUIPMENT AND UTILITY VEHICLES. THE

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ETHIOPIANS ARE REPORTEDLY READY TO COME; THE TUNISIANS APPARENTLY NEED TOPPING OFF IN EQUIPMENT. YOU ARE BETTER ABLE THAN WE TO TRACK WITH THE UN AND OUR OWN MILITARY WHAT IS REQUIRED TO GET THESE TROOPS AND EQUIPMENT ON THE GROUND, BUT WE MUST BEGIN TO MOVE THEM HERE NOW OR RWANDA'S PEOPLE WILL ONCE AGAIN BE LEFT TO THEIR OWN (HORRENDOUS) DEVICES.

12. AN UP-COUNTRY STRATEGY. DEALING WITH DISASTER IN THIS AREA REQUIRES AN UP-COUNTRY APPROACH WITH THE CAPACITY TO QUICKLY MOVE ASSISTANCE TO COPE WITH EVER NEW CONTINGENCIES. IN THE BEST OF SCENARIOS, REFUGEE OUTFLOWS FROM RWANDA EVENTUALLY STOP AND PEOPLE BEGIN RETURNING TO THEIR HOMES. IN THIS CASE KIGALI BECOMES THE HUB OF A RECONSTRUCTION AND RECONCILIATION EFFORT WHICH WOULD PROVIDE BASIC SERVICES AND PLACE HUMAN RIGHTS MONITORS AND COMMUNITY WORKERS IN REGIONAL CENTERS AND OUTLYING DISTRICTS. THE QUICKEST WAY TO LEVERAGE SERVICES IS TO HAVE USAID FUND AND THE CORPS OF ENGINEERS CONTRACT REPAIR TEAMS FOR WATER, ELECTRIC, ROAD AND COMMUNICATIONS INFRASTRUCTURE. TO HELP RWANDA REBUILD SOCIALLY, HUMAN RIGHTS MONITORS AND PVO COMMUNITY WORKERS MUST BE VISIBLE, ACTIVE AND ACCESSIBLE OUT ON RWANDA'S HILLSIDES.

13. IN THE WORSE SCENARIO, THE DISPLACED BUST OUT OF

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THE SOUTHWEST OR REFUGEES POUR BACK INTO THE  
NORTHWEST OVERWHELM  
ING SERVICES PRE-POSITIONED FOR  
THEM. IN THIS INSTANCE, KIGALI BECOMES THE HUB OF A  
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REGIONAL HUMANITARIAN EFFORT, PROVIDING C-130 FLIGHTS  
TO CYANGUGU OR GISENYI OR LINKING UP HEAVY-HAUL  
SUPPLY ROUTES FROM TANZANIA AND UGANDA WITH A  
TRUCKING CHAIN TO UP-COUNTRY CENTERS. KIGALI AIRPORT  
IS NOW HANDLING ABOUT 300 SHORT TONS A DAY; IT COULD  
HANDLE AS MUCH AS 1000 SHORT TONS A DAY. IN-TOWN  
WAREHOUSING CAPACITY PLENTIFUL AND IN RELATIVELY GOOD  
SHAPE. WE HAVE THE MANAGEMENT CAPACITY NOW IN KIGALI  
TO TRACK HUMANITARIAN SHIPMENTS AND TO PLAN THEIR  
EFFECTIVE DISTRIBUTION. KIGALI IS NOW AN ESSENTIAL  
AND PRACTICAL DISTRIBUTION CENTER FOR ADDRESSING  
UP-COUNTRY HUMANITARIAN CONTINGENCIES.

14. KEEPING INTERNATIONAL COVENANTS. A CONCLUSION  
TO RWANDA'S CIVIL WAR AND SOME CLOSURE ON ITS LONG  
HISTORY OF COMMUNAL MASSACRES DEPENDS ON THE WILL OF  
STATES IN THE INTERNATIONAL COMMUNITY TO CARRY OUT  
COMMITMENTS MADE IN INTERNATIONAL CONVENTIONS. THE

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FM AMEMBASSY KAMPALA  
TO SECSTATE WASHDC 1431

C O N F I D E N T I A L SECTION 03 OF 03 KAMPALA 006541

FOR AF AND AF/C ONLY FROM RAWSON

E.O. 12356: DECL: OADR  
TAGS: PREL, RW  
SUBJECT: TWO WEEKS ALONG IN KIGALI

LEADERS AND ARMY WHO LOST THE CIVIL WAR ARE NOW OUTSIDE RWANDA'S FRONTIERS SUSTAINED AS REFUGEES ON INTERNATIONAL BENEVOLENCE BUT STILL ARMED AND STILL ORGANIZING WITHIN THE REFUGEE CAMPS AN ARMED INVASION OF RWANDA. WE MUST FIND A WAY OF ENFORCING INTERNATIONAL CONVENTIONS BY DISARMING SOLDIERS AND BREAKING THE POLITICIANS' INTIMIDATING HOLD OVER CIVILIAN REFUGEES. WITHIN RWANDA, WE MUST ENSURE THAT CRIMES OF GENOCIDE AND OTHER VIOLATIONS OF HUMAN RIGHTS ARE DEALT WITH JUSTLY AND BY INTERNATIONAL STANDARDS. SETTING UP AN INTERNATIONAL TRIBUNAL IS PART OF THE SOLUTION, BUT WE ALSO MUST AS A MATTER OF FIRST ORDER HELP RWANDA CREATE A Viable JUDICIAL SYSTEM OPEN TO INTERNATIONAL SUPERVISION.

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15. THE TASKS OUTLINED ABOVE ARE DAUNTING IN THE BEST OF CIRCUMSTANCES. WITH AN ARMY THAT HAS LOST DISCIPLINE, A GOVERNMENT THAT CAN BARELY FUNCTION, AND A SOCIETY TRAUMATIZED BY COMMUNAL VIOLENCE, RWANDA'S CIRCUMSTANCES ARE NOT ENCOURAGING. BUT NEW-FOUND SECURITY IN THE GOVERNMENT ZONE PROVIDES AN EFFECTIVE PLATFORM FOR ADDRESSING THESE ILLS AND A HUB FOR EFFICIENTLY RESPONDING TO HUMANITARIAN NEEDS. WE CAME BACK TO KIGALI TO HELP SAVE LIVES AND MUST REMAIN HERE FOR THE SELF-SAME REASON. BUSH

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